



CITY OF OAKLAND

# AGENDA REPORT

**TO:** Jestin D. Johnson  
City Administrator


**FROM:** William Gilchrist  
Director, Planning &  
Building Department

**SUBJECT:** Sub-Regional Shoreline Adaptation  
Plan (RSAP) Grant Funding

**DATE:** May 4, 2026

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City Administrator Approval

  
Jestin Johnson (May 14, 2026 16:36:19 PDT)

Date: May 14, 2026

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## **RECOMMENDATION**

**Staff Recommends That The City Council Adopt:**

**A. A Resolution:**

- (1) **Authorizing The City Administrator To Accept And Appropriate Senate Bill 1 Grant Funds From The California Ocean Protection Council In An Amount Of One Hundred Forty-Four Thousand Nine Hundred Dollars (\$144,900) To Fund Staff Time To Work On The Existing Conditions and Vulnerability Assessment Analysis For The Regional Shoreline Adaptation Plan;**
- (2) **Authorizing The City Administrator To Apply For, Accept, And Appropriate Additional Senate Bill 1 Grant Funds From the Ocean Protection Council In An Amount Up To One Million Three Hundred Fifty-five Thousand And One Hundred Dollars (\$1,355,100), For Completion Of The Sub-Regional Shoreline Adaptation Plan; And**
- (3) **Authorizing The City Administrator To Represent The City In Intergovernmental Relations With Neighboring jurisdictions within Shared Shoreline Operational Landscape Units,**

- B. A Resolution Authorizing The City Administrator To Enter Into A Cooperative Agreement To Purchase Services From Conger Moss Guillard (CMG) Landscape Architecture For The Development Of The Sub-regional Shoreline Adaptation Plan By Relying On An Existing Professional Services Agreement Between The City Of Alameda And CMG Landscape Architecture for An Amount Not To Exceed One Million Three Hundred Fifty-five Thousand And One Hundred Dollars (\$1,355,100); And adopting Appropriate California Environmental Quality Act Findings.**

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## **EXECUTIVE SUMMARY**

Approval of the proposed resolution will authorize the City Administrator to apply for, accept and appropriate up to \$1.5 million dollars in funding available through the California Ocean Protection Council (OPC), Senate Bill 1 Sea Level Rise Adaptation Grant Program. This dollar amount is being requested in two parts and would contribute to a phased approach to sea-level rise planning -- the City of Oakland (City) applied for a portion of funding in July of 2025 and was awarded \$144,900 in September of 2025, and now requests to accept and appropriate these awarded funds towards cross-departmental staff time; additionally, the City requests to apply, accept and appropriate upon award an amount up to \$1,355,100 to pay for technical consultants with expertise in climate adaptation science and design, coastal land use, infrastructure, and sea level rise policy to prepare a [Sub-Regional Shoreline Adaptation Plan](#) (RSAP) for the City, as required under State law (SB 272). This work would directly address the top 10% of the 48 census tracts in Oakland General Plan (2023) Environmental Justice Element found along East Oakland's and West Oakland's shorelines and are most vulnerable to groundwater threats and climate impacts.

The State has made up to \$1.5 million available per city in California's coastal zones and along the San Francisco Bay shoreline for RSAP development, with non-competitive awards issued on a first-come, first-served basis. Funding is administered through the SB 1 Grant Program, which includes Track 1 (for pre-planning, data collection, and planning) and Track 2 (for project implementation). This request is for Track 1 state funding.

Given the hydrologically linked and interdependent nature of shoreline protection systems, City staff are proposing to work with the nearby Cities of Alameda, Emeryville, Albany, and Berkeley to mutually develop shoreline adaptation plans as encouraged by the state under SB 272. Utilizing a single consultant team to streamline these shared efforts and maximize the use of resources, this approach will leverage progress towards sea level rise adaptation along Oakland's shoreline, led by the Oakland Alameda Adaptation Committee (OAAC). All partner cities are now committed to this approach.

In furtherance of this goal, the Planning and Building Department (PBD), in coordination with the Sustainability and Resilience Division of the City Administrator's Office (CAO), requests City Council approval to pursue and accept State funding to prepare a [Sub-Regional Shoreline Adaptation Plan](#) (RSAP) for the City, as required under State law (SB 272), as well as approval to implement a Cooperative Agreement between the City of Oakland and the City of Alameda's procured technical consultant for Sea Level Rise Adaptation planning and projects, Conger Moss Guillard (CMG) Landscape Architecture. Approval of this request will allow the continuance of the current joint adaptation planning efforts between the Cities of Oakland, Alameda, Emeryville, Albany, and Berkeley; coordination of data, findings, and coastal recommendations across these existing subregional partnerships; and ensured compliance with the state RSAP mandate. A Cooperative Agreement would allow Oakland to leverage the City of Alameda's RFP/Q process and enter into a Professional Services Agreement with CMG Landscape Architecture. This approach offers a timely, cost-effective path to the preparation of a RSAP for the City of Oakland that builds on ongoing subregional shoreline adaptation efforts between the Cities of Oakland and Alameda; advances Oakland's Strategic Plan by implementing the Equitable Climate Action Plan (ECAP) and the Safety Element of the General Plan; and fulfills SB 272 requirements with no negative impacts to the General Fund. Further, it

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formalizes necessary interagency and community partnerships in advance of pursuing SB 1 Sea Level Rise Adaptation funding, recognizes the contributions of organizations that have provided sustained technical input and advocacy to accelerate sea level rise adaptation, and builds on the climate resilience work of the Oakland Alameda Adaptation Committee<sup>1</sup> over multiple years.

Upon conducting a preliminary review of the City of Alameda's public bidding process, the City Controller and Department of Finance have confirmed that the City of Alameda's Request for Proposals (RFP) process and Professional Services Agreement with CMG Landscape Architecture for Sea Level Rise Adaptation planning and projects meet the City of Oakland's standards in promoting fairness, transparency, and responsible use of public funds. The scope of work and rate pay for the services necessary to complete Oakland's RSAP align with the City of Alameda's existing contract, as required for execution of a Cooperative Agreement.

Staff also consulted with the Oakland Department of Workforce and Employment Standards (DWES) and an availability analysis of qualified Local Business Enterprises (LBEs) and Small Local Business Enterprises (SLBEs) for Oakland's RSAP-related work was conducted. The analysis identified a pool of local firms that could potentially serve as subcontractors. The proposed consultant currently working with the City of Alameda has engaged Oakland-based consultants and community-based organizations for that scope of work.

Based on these findings, staff recommend utilizing the City of Alameda's RFP/Q process through a cooperative agreement and entering into a Professional Services Agreement with CMG Landscape Architecture. DWES and the Controller and Department of Finance support staff's determination to proceed with CMG Landscape Architecture through a cooperative agreement.

## **BACKGROUND AND LEGISLATIVE HISTORY**

Due to the hydrologically linked and interdependent nature of shoreline systems, Oakland is coordinating RSAP development with adjacent jurisdictions—Cities of Alameda, Emeryville, Albany, and Berkeley—and the Port of Oakland, across two [Operational Landscape Units](#) (OLUs) which together encompass the entirety of Oakland's shoreline and estuary. The OLU

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<sup>1</sup> Partners include: Alameda County, Alameda County Flood Control District, Alameda County Mosquito Abatement District, BART, Brower Dellums Institute for Sustainable Policy Studies, California State Coastal Conservancy, Caltrans, Capital Corridor, City of Alameda, City of Albany, City of Berkeley, City of Emeryville, City of Oakland, City of San Leandro, Community Action for a Sustainable Alameda (CASA), Community of Harbor Bay Isle Owners' Association, East Bay Municipal Utility District (EBMUD), East Bay Regional Parks District (EBRPD), Greenbelt Alliance (Community Partner), Golden Gate Bird Alliance, Hood Planning Group, Metropolitan Transportation Commission (MTC), Ninth Root, Port of Oakland/Oakland International Airport, REAP Climate Center, San Francisco Bay Conservation and Development Commission (BCDC), San Francisco Bay Keepers, San Francisco Bay Trail/Association of Bay Area Governments, San Francisco Estuary Institute (SFEI), San Francisco Estuary Partnership (SFEP), San Francisco Bay Regional Water Quality Control Board, Sierra Club, Sogorea Te' Land Trust/Lisjan Nation, SPUR, UC Berkeley, US Army Corps of Engineers, and US Coast Guard.

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framework divides the Bay shoreline into 30 distinct OLUs - geographic areas that share common physical characteristics. This approach builds on existing collaboration and work that has been developed through the [Oakland-Alameda Adaptation Committee](#) (OAAC), a multi-jurisdictional working group led by the City of Alameda that was established in 2021 to address sea level rise adaptation planning within the San Leandro OLU and through the Association of Bay Area Governments/[San Francisco Estuary Partnership](#) (SFEP) which is providing technical assistance and collaborative adaptation planning across cities within the East Bay Crescent (EBC) OLU. All partner cities are committed to a collaborative approach that uses shared technical work and coordinated timelines to improve efficiency, save money, and maximize funding.

In September 2025, mirroring the partner SB 1 Grant applications of the City of Alameda/OAAC and the SFEP, the City of Oakland applied for and was awarded \$144,900 in SB 1 Grant funding for partial completion of the RSAP as a “Phase 1” strategy that leverages concurrent City of Alameda/OAAC and SFEP/EBC RSAP processes and their combined funding total of \$6,968,096 to fulfill Oakland’s RSAP data needs. This report recommends that the City Council adopt a Resolution (RSAP Grant Funding Resolution) authorizing the City Administrator to accept and appropriate the \$144,900 grant award which will be used to fund cross-departmental staff time to coordinate with the Cities of Alameda, Emeryville, Berkeley, Albany, the Port of Oakland, and the East Bay Regional Parks District towards fulfillment of RSAP Element B (Existing Conditions) and RSAP Element C (Vulnerability Assessment). This RSAP process, which is Phase 1 for Oakland, is expected to begin in Spring 2026.

The RSAP Grant Funding Resolution also requests that Oakland City Council authorize the City Administrator to apply, accept and execute up to an additional \$1.35 million, requesting the maximum available SB 1 Track 1 grant funding to support the remaining RSAP work in advance of the SB 1 grant application deadline of June 26, 2026, which would fund consultant-led work towards completion of the remaining required RSAP Elements A, D, E, F and G as a “Phase 2” strategy. Phase 2 RSAP Elements that the City will be undertaking include the development of near term (by 2050) sea-level rise adaptation strategies and long-term (through 2100) adaptation pathways, land use and policy planning, public engagement, and an implementation plan.

To facilitate Phase 2 of this important state-required Sub-Regional Adaptation Plan, the Oakland City Administrator requests that the City Council approve a Cooperative Agreement between the City of Oakland and the City of Alameda’s procured technical consultant, CMG Landscape Architecture, using the City of Alameda procurement process, to leverage the existing OAAC process and its continued work with the Cities of Oakland and Alameda’s subregional shoreline partners (shown in Footnote 1) to meet RSAP guidelines. This report also supports the request for this Cooperative Agreement (RSAP Cooperative Agreement Resolution).

The deadline for cities to complete the state-mandated RSAP is 2034, however, the earlier completion of an RSAP for Oakland will allow the City to leverage the concurrent work of OAAC, SFEP and the Port of Oakland as described in this report. This collaborative approach towards completion of the RSAP puts Oakland in the best possible position to receive the limited SB 1 Track 1 grant funding for completion of the RSAP that is being made available by the state on a first come, first serve basis. Further, upon completion of the RSAP, Oakland will be prepared to apply for SB 1 Track 2 Project Implementation grant funding which will also be issued by the

state on a first-come, first-serve basis, subject to the availability of funding. SB 1 Track 2 grant funding can be used to fund and leverage additional grants for priority, nature-based sea-level rise adaptation projects, which can range in cost from tens of thousands of dollars for small-scale local initiatives to hundreds of millions for large regional programs.

In October 2023, California adopted [SB 272](#), requiring all local governments in California's coastal zones and along the San Francisco Bay shoreline to address sea level rise. Under SB 272, local governments along the San Francisco Bay must create Subregional Shoreline Adaptation Plans (RSAPs), adhering to Bay Conservation and Development Commission (BCDC) guidelines, which were adopted in December 2024. BCDC has the authority to approve or deny RSAPs based on consistency with their adopted Guidelines. RSAPs must be submitted to BCDC for approval by January 1, 2034. Adaptation projects and strategies within approved RSAPs will be prioritized for state (Track 2) funding for the project implementation.

Since 2021, the Oakland Alameda Adaptation Committee (OAAC)—led by the City of Alameda, with the City of Oakland as an active partner—has led a multi-jurisdictional sea level rise adaptation planning effort. Supported by \$840,000 in grant funding from the San Francisco Estuary Partnership (SFEP) and the National Fish and Wildlife Foundation (NFWF), this effort spans the City of Alameda's and most of Oakland's shorelines, including areas within the Port of Oakland, Oakland International Airport, and areas managed by Caltrans and the East Bay Regional Park District. The City of San Leandro participates in OAAC as a stakeholder and will be leading their own separate RSAP. The project area matches that of the San Leandro Operational Landscape Unit (OLU), which stretches from the Bay Bridge to Oyster Bay Regional Shoreline in the City of San Leandro and is at a high risk of flooding and inundation from projected sea level rise. Preceding SB 272 and the adoption of BCDC's RSAP Guidelines, OAAC, led by consultant team CMG Landscape Architecture and Climate Pathways Institute, completed a subregional [Existing Conditions Report](#) in February 2024 and a Subregional Flood Exposure and Vulnerability Memo in December 2024 for the entire San Leandro OLU subregion. Ongoing outreach and engagement have been led by local community partners to facilitate a two-way dialogue between OAAC partners and the community, establish and maintain public trust, and support equity goals. This work produced via OAAC will be updated to meet the RSAP guidelines for both Oakland and Alameda, which will satisfy RSAP Elements B and C.

The Cities of Oakland and Alameda are leveraging their existing partnership on sea level rise planning efforts established via the OAAC to apply separately but cooperatively for Track 1 SB 1 funding, with Oakland's RSAP approach organized into two phases of work.

### ***Oakland RSAP - Phase 1 (Spring 2026 - Fall 2028)***

In July 2025, the Oakland Planning and Building Department, in coordination with the Sustainability and Resilience Division of the City Administrator's Office and with CAO approval, applied for SB 1 Track 1 funding to support cross-departmental staff time to coordinate with partner agencies for Phase 1 of Oakland's Regional Shoreline Adaptation Plan (RSAP). In September 2025, Oakland was awarded \$144,900 for this purpose and now seeks City Council approval to accept and appropriate these funds.

Phase 1 work in Oakland will focus on completing RSAP Elements B (Existing Conditions) and C (Vulnerability Assessment) through staff coordination with regional partners, including the

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Cities of Alameda, Emeryville, Albany, and Berkeley, as organized through OAAC and SFEP. This effort leverages parallel RSAP grants awarded to the City of Alameda and SFEP, which together total \$6,968,096 to fund consultant-led work and project management across two OLUs, which together encompass the entirety of Oakland's shoreline. The City of Alameda's grant, in particular, supports completion of RSAP Elements B and C for portions of Oakland within the Oakland-Alameda Estuary through updates to existing OAAC products. This phased approach was designed to align with staff capacity constraints, coordinate with concurrent partner efforts, and position Oakland to pursue additional funding for full RSAP completion. It also allows Oakland to save time and money by building on existing OAAC studies, which are being updated to meet BCDC requirements.

Oakland's coordination with its subregional shoreline partners is described via the RSAP Phase 1 work plan, *City of Oakland OAAC and EBC Regional Planning Effort*, which mirrors the City of Alameda's RSAP workplan, Oakland-Alameda Shoreline Adaptation Planning and the SFEP's RSAP workplan, *East Bay Crescent (EBC) Sub-regional Vulnerability Assessment and Shoreline Adaptation Planning*-- specifically for Elements B and C. The RSAP work plans for Oakland (Phase 1), the City of Alameda and SFEP are included as **Attachment A**.

Oakland's RSAP work will begin in Spring 2026, keeping the City on schedule with its partners and aligned with BCDC guidance for subregional collaboration. This coordination strengthens Oakland's eligibility for future SB 1 Track 2 implementation funding and supports early, flexible adaptation planning that advances environmental justice, shoreline resilience, and nature-based solutions. The Port of Oakland will also participate in RSAP efforts while advancing the Port of Oakland Waterfront Resilience Plan (formally known as CAPOFC) - a complementary, Caltrans-funded vulnerability assessment with a similar timeline. Coordination between City staff working on the RSAP, the Port of Oakland Waterfront Resilience Plan, and General Plan Update will streamline public engagement and technical analysis. RSAP Phase 1 work will run from early 2026 through early 2027. City Council approval is required for Oakland to accept the grant and be reimbursed for associated staff time.

### ***Oakland RSAP - Phase 2 (Spring 2027 - Winter 2028)***

Staff are requesting City Council approval to pursue additional SB 1 Track 1 funding (Phase 2) to complete the remaining RSAP Elements A, D, E, F, and optional G, including adaptation strategies, land use and policy planning, public engagement, an implementation plan, and a project implementation list. With a maximum Track 1 award of \$1.5 million per jurisdiction in California's coastal zones and along the San Francisco Bay shoreline, Oakland may request up to \$1.35 million in additional funding. Staff anticipate applying for Phase 2 funding in June 2026, allowing remaining RSAP work to begin following completion of Elements B and C.

RSAP Phase 2 funding would be dedicated to consultant support and inter-agency participation; project management would be led by Oakland Planning staff and coordinated with the Sustainability and Resilience Division of the City Administrator's Office. Staff are developing a preliminary scope, schedule, and budget for RSAP Phase 2 work, and have determined that building upon the existing partnership structure between the Cities of Oakland and Alameda is the most efficient way to complete the State-mandated RSAP within available funding and time constraints. With nuances responding to the specific geographies, the scope of work for Oakland's RSAP Phase 2 is expected to align closely with the City of Alameda's Work Plan (**Attachment A**), which includes requirements prescribed by BCDC.

In coordination with subregional partners, the recommended RSAP Phase 2 strategy is to retain CMG Landscape Architecture via a Cooperative Agreement to leverage the City of Alameda's competitive bidding process for procurement of technical services for Sea Level Rise Adaptation planning and projects. CMG Landscape Architecture has supported OAAC since 2021 and is leading concurrent RSAP efforts for the City of Alameda and the East Bay Crescent cities (Emeryville, Berkeley and Albany). Continuing with the CMG Landscape Architecture team would ensure technical continuity and help control costs for Oakland. Implementing this strategy will require a Cooperative Agreement with CMG Landscape Architecture and City Council authorization to accept and appropriate SB 1 Track 1 funding for the Oakland RSAP Phase 2 work, upon award. Approval will enable Oakland to continue coordinated, efficient, and equitable shoreline adaptation planning in alignment with State requirements and regional best practices.

***Required Elements, Strategy and Timeline for Completion for RSAP***

Oakland's approach to meeting the state RSAP requirements is illustrated in the following graphics, **Table 1** outlines the work plan and the required deliverables for completion of Oakland's RSAP, as well as the strategy for completion of each RSAP Element across the two phases and **Table 2** shows the project timeline for the Oakland RSAP in coordination with concurrent efforts. In Phase 1, staff coordination with subregional partners (Cities of Alameda, Emeryville, Berkeley and Albany, the Port of Oakland, East Bay Regional Parks District and the Alameda County Flood Control District) will complete the Existing Conditions and Vulnerability Assessment (RSAP Elements B and C), along with partial progress on public engagement (as done during the RSAP Elements B and C process), and partial development of adaptation strategies. Oakland's RSAP Phase 1 work is fully funded, underway, and aligned with the City of Alameda and SFEP timelines. In Phase 2, Oakland staff will work with the approved consultant team to complete the remaining RSAP elements, drawing on relevant components from partner RSAPs and the Port of Oakland Waterfront Resilience Plan where applicable. Oakland staff are currently developing the scope of work for the SB 1 grant application for Phase 2, anticipated for submission to the California Ocean Protection Council in June 2026.

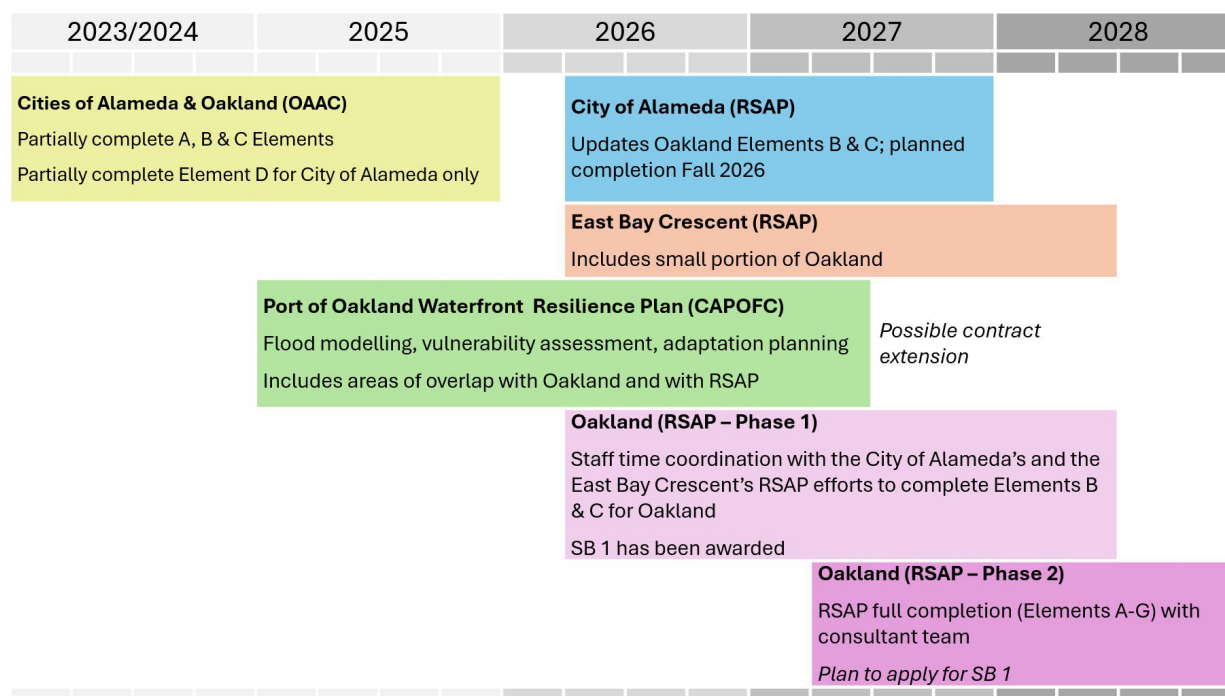
Public outreach and engagement will occur throughout both RSAP phases to coincide with different RSAP Element work. Community engagement will ensure local participation through the formation of project goals and the identification of community assets to the prioritization of adaptation strategies and continued community capacity building. In Oakland, outreach conducted through the City of Alameda's RSAP work and the Port of Oakland Waterfront Resilience Plan efforts will build on existing partnerships with Greenbelt Alliance, CASA, Ninth Root, Hood Planning Group, Sogorea Te Land Trust, and other Oakland-based community organizations. During RSAP Phase 1, Oakland will rely on and participate in partner-led outreach efforts with Oakland's frontline communities, and coordinate these partner-led efforts with outreach for the Oakland General Plan Update, with the intention of continuing and taking a lead role in this public outreach and engagement work during Phase 2.

**Table 1: Oakland RSAP Scope of Work**

<b>Task</b>	<b>Deliverable Name</b>	<b>Estimated Due Date</b>
<i>RSAP Phase 1 (Approved Workplan)</i>	<i>Oakland coordination with OAAC/City of Alameda and SFEP/EBC cities towards completion of the Existing Conditions and Vulnerability Analysis of the Oakland Sub-Regional Shoreline Adaptation Plan</i>	<i>Spring 2026 – Winter 2027</i>
Task 1: Project Management and Sub-regional Coordination	<ol style="list-style-type: none"> <li>1. City of Oakland meeting notes from OAAC coordination meetings</li> <li>2. City of Oakland meeting notes from participation in quarterly EBC Working Group meetings</li> <li>3. Quarterly reports and invoices</li> </ol>	<ol style="list-style-type: none"> <li>1. Quarterly</li> <li>2. Quarterly</li> <li>3. Quarterly</li> </ol>
Task 2: Existing Conditions Assessment	<ol style="list-style-type: none"> <li>1. Memo outlining data sent to City of Alameda</li> <li>2. Memo outlining data sent to SFEP's consultant</li> <li>3. Comments on the City of Alameda's Draft Element B</li> <li>4. Comments on SFEP's Draft Existing Conditions Assessment</li> </ol>	<ol style="list-style-type: none"> <li>1. Mar 2026</li> <li>2. May 2026</li> <li>3. July 2026</li> <li>4. Dec 2026</li> </ol>
Task 3: Vulnerability Assessment	<ol style="list-style-type: none"> <li>1. Memo outlining data sent to City of Alameda</li> <li>2. Memo outlining data sent to SFEP team</li> <li>3. Comments on City of Alameda's Draft Element C</li> <li>4. Comments on SFEP's Draft Element C</li> </ol>	<ol style="list-style-type: none"> <li>1. Apr 2026</li> <li>2. Oct 2026</li> <li>3. Nov 2026</li> <li>4. April 2027</li> </ol>
<i>RSAP Phase 2 (Draft Workplan)</i>	<i>Oakland-led Completion of the Final Oakland Sub-Regional Shoreline Adaptation, Elements A - G</i>	<i>Spring 2027 – Winter 2028</i>
Task 1: Planning Process, Administration, and Coordination	<ol style="list-style-type: none"> <li>1. Consultant Executed Contract Agreement</li> <li>2. Multi-jurisdictional Meeting agenda/notes</li> <li>3. Draft Element A</li> <li>4. Quarterly Reports &amp; Invoices</li> </ol>	<ol style="list-style-type: none"> <li>1. Month 1</li> <li>2. TBD</li> <li>3. Month 2</li> <li>4. Quarterly</li> </ol>
Task 2: Package Existing Conditions and Vulnerability Assessment (Elements B & C)	<ol style="list-style-type: none"> <li>1. Oakland-specific Element B</li> <li>2. Oakland-specific Element C</li> </ol>	<ol style="list-style-type: none"> <li>1. Month 3</li> <li>2. Month 3</li> </ol>
Task 2: Adaptation Planning (Elements D through G)	<ol style="list-style-type: none"> <li>1. Draft Element D: Adaptation Strategies and Pathways</li> <li>2. Draft Element E: Land Use and Policy Plan</li> <li>3. Draft Element F: Implementation Plan and Funding Strategy</li> <li>4. Draft Element G: Project List</li> </ol>	<ol style="list-style-type: none"> <li>1. Month 8</li> <li>2. Month 9</li> <li>3. Month 11</li> <li>4. Month 12</li> </ol>

Task 4: Outreach & Community Engagement	<ol style="list-style-type: none"> <li>1. Community Engagement Plan</li> <li>2. Engagement Touchpoint #1 Summary</li> <li>3. Engagement Touchpoint #2 Summary</li> </ol>	<ol style="list-style-type: none"> <li>1. Month 2</li> <li>2. Month 5</li> <li>3. Month 7</li> </ol>
Task 5: Final Plan Drafting, CEQA Memo, and Local Adoption	<ol style="list-style-type: none"> <li>1. Meeting Notes from BCDC Consultations</li> <li>2. Administrative Draft of Oakland SSAP</li> <li>3. Final Draft of Oakland RSAP (with edits integrated)</li> <li>4. CEQA Memo</li> <li>5. Presentation materials for City Council Adoption of Oakland SSAP</li> </ol>	<ol style="list-style-type: none"> <li>1. Month 4, 15, as needed</li> <li>2. Month 14</li> <li>3. Month 16</li> <li>4. Month 15</li> <li>5. Month 18</li> </ol>

**Table 2: Oakland RSAP Timeline and Concurrent Efforts**



The deadline to complete the RSAP per state mandate is 2034; however, earlier completion of an RSAP for Oakland will allow the City to leverage the concurrent work of OAAC, SFEP and the Port of Oakland as described in this report; and to be in the best competitive position to apply for the limited SB 1 Track 1 planning funding that is being made available by the state on a first come, first serve basis. Additionally, upon completion of the RSAP, Oakland will be prepared to apply for SB 1 Track 2 Implementation funding which will also be issued by the

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state on a first-come, first-serve basis, subject to the availability of funding. The Resolutions being proposed in tandem with this report, and the scope of work and timeline reflected above, are for SB 1 Track 1 planning funding.

## **ANALYSIS AND POLICY ALTERNATIVES**

The Oakland Planning and Building Department and the Sustainability and Resilience Division of the City Administrator's Office request that City Council authorize the City Administrator to pursue and accept State funding to prepare a Regional Shoreline Adaptation Plan (RSAP), as well as approval to implement a Cooperative Agreement. Executing a Cooperative Agreement with the City of Alameda's currently procured technical consultant for Sea Level Rise Adaptation planning and projects, Conger Moss Guillard (CMG) Landscape Architecture, would allow the City of Oakland to leverage the City of Alameda's OAAC and RSAP competitive procurement process, which has been determined to be open, fair, and equitable by the City of Oakland Controller and Department of Finance. Continuing work with CMG Landscape Architecture through Oakland's Phase 2 of the RSAP is the most effective way to maintain consistency in data and analysis, while ensuring well-coordinated adaptation design and engineering recommendations across jurisdictional boundaries. SB 272 also mandates cross-jurisdictional collaboration. Staff recommend execution of this Cooperative Agreement to enable the City to enter into a Professional Services Contract with CMG Landscape Architecture upon award of additional SB 1 Track 1 funding for Phase 2 of the RSAP as the most effective way to meet state law SB 272 and BCDC RSAP collaboration requirements.

Execution of the proposed Cooperative Agreement will build on the current joint adaptation planning efforts and shared data between the Cities of Oakland, Alameda, Emeryville, Albany, and Berkeley, allowing the City to move forward efficiently with RSAP planning while reducing time and cost. Because the current consultant team has supported Oakland and the City of Alameda through OAAC since 2021 and already developed key foundational work, the City can avoid the expense and delay of assembling a new team or reworking existing data. Starting over would require onboarding new consultants and converting information into RSAP-ready formats, increasing costs, staff workload, and the risk of exceeding available grant funding. Further, the proposed Cooperative Agreement coupled with subregional coordination will strengthen Oakland's position to secure OPC Track 1 funding and obtain BCDC approval, while enabling the City to compete sooner for limited Track 2 funding. Since both funding tracks are awarded on a first-come, first-served basis, moving quickly through a coordinated and efficient RSAP process is critical to leveraging available grant funding.

Execution of the proposed Cooperative Agreement will support strong interagency collaboration, builds upon established stakeholder engagement, and maintains continuity with trusted partners. It also avoids duplicative outreach efforts and preserves institutional knowledge developed through the OAAC process, including related work led by the San Francisco Estuary Partnership and adaptation studies and projects led by the Cities of Oakland and Alameda, Caltrans, East Bay Regional Park District, and the U.S. Army Corps of Engineers. In addition, this approach promotes an inclusive and equitable process by incorporating participation from

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local and regional small, women-owned, and disadvantageded businesses, as well as community-based organizations, public agencies, and Tribal partners.

CMG Landscape Architecture is uniquely qualified due to its extensive knowledge of the San Leandro Operational Landscape Unit (OLU), built through prior studies and projects in the area. This familiarity allows for a more efficient and informed planning process in Oakland, as well as meaningful engagement with stakeholders and community-based organizations. In addition, the CMG team brings deep experience in climate adaptation planning, including knowledge of international best practices and regional, state, and federal policies, regulations, and permitting requirements. Their planning approach prioritizes co-creation and building community capacity, recognizing that communities most vulnerable to climate impacts hold critical knowledge that should be leveraged to define challenges, identify assets, and develop solutions.

### **RATIONALE FOR COOPERATIVE AGREEMENT**

Oakland Municipal Code (OMC) Section 2.04.080 articulates that where advantageous for the City, the City Administrator may purchase supplies or services as defined in OMC Section 2.04.010, through legal contracts of other governmental jurisdictions or public agencies that were awarded pursuant to an appropriate competitive process without further contracting, solicitation, or formal bidding. City Council adopted Resolution 89845 C.M.S. on July 18, 2023, Resolution 90007 C.M.S. on December 5, 2023, Resolution 90154 C.M.S. on March 19, 2024, and Resolution 90212 C.M.S. on May 7, 2024, approving ongoing cooperative agreements exceeding \$250,000 for commodities and services contracts. The use of cooperative agreements allows the City to ensure services are uninterrupted and provides the City with access to commodities and services at the lowest prices. This results in significant cost savings for the City and significantly shortens the contracting process cycle because the competitive solicitation process has been completed by another governmental jurisdiction or public agency, thereby saving staff time and resources.

In March 2026, the City of Oakland Controller's Office and Department of Finance reviewed the City of Alameda's public procurement process and confirmed that its Request for Proposals (RFP) and resulting Professional Services Agreement with Conger Moss Guillard (CMG) Landscape Architecture meet Oakland's standards for fairness, transparency, and responsible use of public funds. The scope of work and compensation rates are also consistent with those required for Oakland's RSAP under a Cooperative Agreement. The City of Alameda's RFP and Professional Services Agreement with CMG Landscape Architecture is included as **Attachment B**.

In April 2026, staff partnered with the Department of Workplace Employment Standards to identify qualified Local Business Enterprises (LBEs) and Small Local Business Enterprises (SLBEs) for Oakland's RSAP-related work. This analysis generated a pool of firms that could potentially serve as subcontractors, particularly in areas such as land use planning, policy development, and community engagement. Although CMG Landscape Architecture is not an L/SLBE firm, the City will work with CMG Landscape Architecture to maximize L/SLBE subcontracting opportunities.

Based on these findings, staff recommend using the City of Alameda's RFP/Q process through a Cooperative Agreement and entering into a Professional Services Agreement with CMG Landscape Architecture. This approach offers a timely, cost-effective path for Oakland that builds on ongoing subregional shoreline adaptation efforts. Further, it supports the City in advancing key project objectives, formalizes necessary interagency and community partnerships in advance of pursuing state funding opportunities, and recognizes the contributions of organizations that have provided sustained technical input and advocacy over multiple years. DWES and the Department of Finance support staff's determination to proceed with CMG through a cooperative agreement.

The CMG Landscape Architecture partners and subconsultants team includes certified small, disadvantaged, and women-owned businesses, as well as community-based organizations with local experience. Several of the partners and subconsultants are based in Oakland. Oakland's agreement would further expand participation by adding Oakland-based LBEs, SLBEs, and nonprofit partners to support community engagement and policy development.

## **RELATED PLANNING EFFORTS**

### ***OAKLAND STRATEGIC PLAN***

In April 2025, the City Council approved five Strategic Priorities as part of its three-year Strategic Plan, the resolutions proposed align with all five these priorities:

- *Streamline Operations and Optimize Workforce Management:* Approval of the full grant award and cooperative agreement specifically enhances efficiencies in cost and time by leveraging work that is already being done for Oakland through partner RSAP processes as well as the Port's Waterfront Resilience Plan.
- *Foster Cross-Department Collaboration and Enhance Communication & Coordination:* BCDC's adopted RSAP guidelines lay out a framework wherein local governments and communities must work together to develop Plans for a more resilient shoreline – the state's directive for this work is embedded in the reality that oceanic systems cross jurisdictional boundaries. The resolution, funding RSAP development and requesting to use contractors who have already contributed to Oakland's shoreline assessment and continue to do so through partner RSAP processes, would allow Oakland to remain on track to meet RSAP requirements and leverage work in tandem with neighboring jurisdictions across the two OLU's that cover the City of Oakland. Working within the same timeline as our partner cities and providing funding for city staff participation will ensure both partner and cross-department collaboration, as well as involvement of subject matter expertise.
- *Align Budget with Citywide Priorities:* The proposed set of actions leverage State funding and partner-initiated work to implement priorities identified within the Oakland Equitable Climate Action Plan and iterated through SB 272. There are no negative impacts on the General Purpose Fund.

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### **EQUITABLE CLIMATE ACTION PLAN**

Adopted in 2020, the Equitable Climate Action Plan (ECAP) directs Oakland towards development of a granular and comprehensive vulnerability assessment and adaptation plan, which details neighborhood-level risks, especially within disproportionately impacted communities. Guiding resilience that is centered in equity and prioritizes the co-creation of solutions and investments within frontline communities, the RSAP guidelines are consistent with the following ECAP goals:

- Adaptation Action 3: Fund and Implement Citywide Vulnerability Assessment and Comprehensive Adaptation Plan
- Adaptation Action 6: Expand and Protect Green Infrastructure & Biodiversity.

### **OAKLAND GENERAL PLAN**

The Safety and Environmental Justice Elements of the General Plan Update (GPU), adopted in 2023, address climate change and vulnerability topics. Specifically, the Safety Element has an overarching goal, SAF-4, to proactively plan for sea level rise impacts to people, property, and essential infrastructure; and policies 4.1 through 4.7 addressing community engagement, existing and future development, contaminated sites, and direction for implementation of a vulnerability assessment. These and the following other Safety Element policies were adopted in advance of the RSAP, but the intention now is to employ broader, multi-agency and jurisdictional efforts, and provide the technical guidance necessary to implement adopted policies:

- SAF-4.1 As recommended in the Sea Level Rise Roadmap and ECAP, develop a plan for continued collaboration with community groups and local organizations working to address sea level rise adaptation and build resilience of vulnerable communities. Work with communities to use community-generated data critical to future SLR mapping and community education efforts.
- SAF-4.2 Use in planning and development reviews, as applicable, the best available science about projected sea level rise and other climate change-related environmental changes when addressing flooding, potential for groundwater contamination, and other hazards associated with sea level rise.
- SAF-4.3 Develop sea-level rise standards to guide adaptation and resiliency planning, including a suite of shoreline protection measures that prioritize ecologically-friendly adaptation options, protective setbacks, and other adaptation strategies, to be incorporated into future development projects.
- SAF-4.4 New and/or substantial construction on contaminated sites shall account for impacts of rising shallow groundwater on contaminant mobilization in project design and all steps of the site remediation process.
- SAF-4.5 Require applicants proposing to develop in a future inundation area to conduct a Sea Level Rise vulnerability assessment for the project, prepare a Sea Level Rise

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Adaptation Plan for implementation as part of the project designs, and submit the assessment, adaptation plan, and conceptual design to the City for review and approval.

- SAF-4.6 In partnership with other agencies, including the Port of Oakland, the Bay Area Bay Conservation and Development Commission, and the ACFCWCD, re-evaluate both Bay flooding and watershed flooding potential at key milestones to manage for changing sea level rise projections.
- SAF-4.7 Continue to work with regional entities to address rising water levels in the San Francisco Bay and coordinate with the City's other climate adaptation efforts.

### **FISCAL IMPACT**

The proposed Council actions will authorize the Planning and Building Department to:

(1) Accept grant funding in the sum of one-hundred and forty-four thousand, nine-hundred dollars (\$144,900.00) for Phase 1 of the Sub-Regional Shoreline Adaptation Plan (RSAP) awarded to the City of Oakland by the California Ocean Protection Council (OPC), SB 1 Sea Level Rise Adaptation Grant Program in September of 2025. Phase 1 constitutes completion of Element B: Existing Conditions, Element C: Vulnerability Assessment, and a portion of Element A: Planning Process, of the RSAP via staff collaboration with the Oakland Alameda Adaptation Committee (OAAC) and Association of Bay Area Governments/San Francisco Estuary Program (SFEP).

(2) To apply for and accept grant funding totaling up to \$1.35 Million Dollars (\$ 1,355,100.00) for Phase 2 of the RSAP awarded by the California OPC, SB 1 Sea Level Rise Adaptation Grant Program. Phase 2 constitutes the remaining work towards completion of the RSAP, including Element D: Adaptation Strategies and Pathways, Element E: Land Use and Policy Plan, Element F: Funding and Implementation Plan, Element G: Project List, and a portion of Element A: Planning Process.

(3) Execute a Cooperative Agreement with Conger Moss Guillard (CMG) Landscape Architecture, leveraging the City of Alameda's competitive bidding process and service contact; and as part of this Cooperative Agreement, appropriate grant funding totaling up to \$1.35 Million Dollars (\$ 1,355,100.00) for Phase 2 of the RSAP awarded by the California OPC, SB 1 Sea Level Rise Adaptation Grant Program to execute a Professional Services Agreement between the City of Oakland and CMG Landscape Architecture.

No fiscal impact is generated until the grants are awarded. If awarded, the grant funds would be appropriated in two parts - Phase 1 funding would fund staff time and Phase 2 would fund consultant work. Passage of the RSAP Grant Funding and RSAP Cooperative Agreement Resolutions would create the opportunity to fund required planning studies with outside funding, thus lowering the financial burden on City funds to address these state requirements. There are no negative impacts on the General Purpose Fund because no additional funding is requested.

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## **PUBLIC OUTREACH / INTEREST**

The City of Alameda’s competitive public bidding process for technical consultants supporting sea level rise adaptation projects was reviewed by the City of Oakland Controller and Department of Finance and determined to be fair, open, and equitable, and consistent with Oakland’s contracting policies.

## **COORDINATION**

Staff from Oakland Public Works (OPW), the City Administrator’s Office Sustainability and Resilience Division, and the Planning and Building Department have coordinated to develop a proposed scope of work and project timeline that aligns with RSAP requirements and City priorities. Staff will engage the Department of Race and Equity as the project develops, to ensure its participation and input are embedded into the RSAP process.

This report and resolution have been reviewed by the Office of the City Attorney, the City Administrator’s Office, including its Sustainability and Resilience Division, as well as the City Budget Bureau and the Department of Workforce and Employment Standards (DWES).

## **RACE AND EQUITY**

Oakland's General Plan, Environmental Justice Element (2023) identifies 48 census tracts as “EJ Communities” using indicators such as race, poverty, pollution, and climate exposure, with East Oakland and West Oakland waterfront areas ranking at the top 10% for environmental justice burden with tracts nearest the shoreline and most vulnerable to groundwater threats and climate impacts. Further, the General Plan, Safety Element (2023) mapped flood hazards and communities of high social vulnerability, identifying areas along the SF Bay shoreline, Oakland Estuary, and San Leandro Bay as well as Lake Merritt, several creeks and their surrounding areas. Additionally, as projected sea level rise and climate change affect Oakland into the future, rising groundwater tables could worsen groundwater contamination threats.

The RSAP process aims to mitigate the impacts of projected sea level rise, including flooding, coastal erosion, and groundwater rise, to ensure that Oakland’s frontline communities in East Oakland, West Oakland, and the along the Central Estuary remain healthy, resilient, and vibrant by prioritizing adaptation strategies that reduce risks to essential community assets, critical services, homes, and cultural resources.

Planning staff will work with the Department of Racial Equity (DRE) to conduct a Racial Equity Impact Analysis that incorporates BCDC’s Equity Assessment Standards—with the goal of increasing opportunities and reducing burdens for the communities most impacted by racial disparities. Additionally, DRE will provide input on the planned community engagement process during its development.

Oakland’s RSAP process will include meaningful community engagement in adaptation decisions, including ensuring inclusive participation and language access – especially for residents of frontline communities in West and East Oakland. Community workshops will be organized at key milestones in the planning process to:

- Share findings from the vulnerability assessment and gather feedback to inform the Adaptation Plan-- particularly around lived experience of flooding, groundwater, and infrastructure impacts;
- Develop a local vision and set of goals for Oakland's shoreline that will inform the adaptation strategy alternatives developed for priority areas and develop community-informed evaluation criteria to determine the preferred adaptation strategies;
- Share the adaptation strategies and draft plan recommendations, demonstrate how input was used, and outline next steps.

Engagement practices that will be included are offering language services, prioritizing outreach efforts in vulnerable communities, and building the capacity of community members to engage in adaptation planning-- identifying important community assets and services, providing input to shape the identification of priority areas, and refining the local vision.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

This item is categorically exempt from environmental review pursuant to CEQA Guidelines Section 15308 (Actions by Regulatory Agencies for Protection of the Environment) and under CEQA Guidelines Section 15262 (Feasibility and Planning Studies) as it does not fund any specific projects.

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**ACTION REQUESTED OF THE CITY COUNCIL**

**Staff Recommends That The City Council Adopt:**

- A. A Resolution:
- 1) Authorizing The City Administrator To Accept And Appropriate Senate Bill 1 Grant Funds From The California Ocean Protection Council In An Amount Of One Hundred Forty-Four Thousand Nine Hundred Dollars (\$144,900) To Fund Staff Time To Work On The Existing Conditions And Vulnerability Assessment Analysis For The Regional Shoreline Adaptation Plan;
  - 2) Authorizing The City Administrator To Apply For, Accept, And Appropriate Additional Senate Bill 1 Grant Funds From The Ocean Protection Council In An Amount Up To One Million Three Hundred Fifty-Five Thousand And One Hundred Dollars (\$1,355,100), For Completion Of The Sub-Regional Shoreline Adaptation Plan; And
  - 3) Authorizing The City Administrator To Represent The City In Intergovernmental Relations With Neighboring Jurisdictions Within Shared Shoreline Operational Landscape Units.
- B. A Resolution Authorizing The City Administrator To Enter Into A Cooperative Agreement To Purchase Services From Conger Moss Guillard (CMG) Landscape Architecture For The Development Of The Sub-regional Shoreline Adaptation Plan By Relying On An Existing Professional Services Agreement Between The City Of Alameda And CMG Landscape Architecture for An Amount Not To Exceed One Million Three Hundred Fifty-five Thousand And One Hundred Dollars (\$1,355,100); And adopting Appropriate California Environmental Quality Act Findings.

For questions regarding this report, please contact Michelle Matranga, Planner III, at (510) 238-3550.

Respectfully submitted,



[William Gilchrist \(May 14, 2026 14:58:37 PDT\)](#)

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WILLIAM GILCHRIST  
Director, Planning and Building Department

Reviewed by:  
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CED Committee  
May 26, 2026

Prepared by:  
Michelle Matranga, Planner III  
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Attachments (2):

***Attachment A: Oakland, City of Alameda and EBC RSAP Mirror Workplans***

***Attachment B: City of Alameda RFP and Professional Services Agreement with CMG  
Landscape Architecture***